LB
3218
C2
B35
1960
copy 1
IGSL

CONSTRUCTION NEEDS

IN THE PUBLIC SCHOOLS

OF BERKELEY, CALIFORNIA

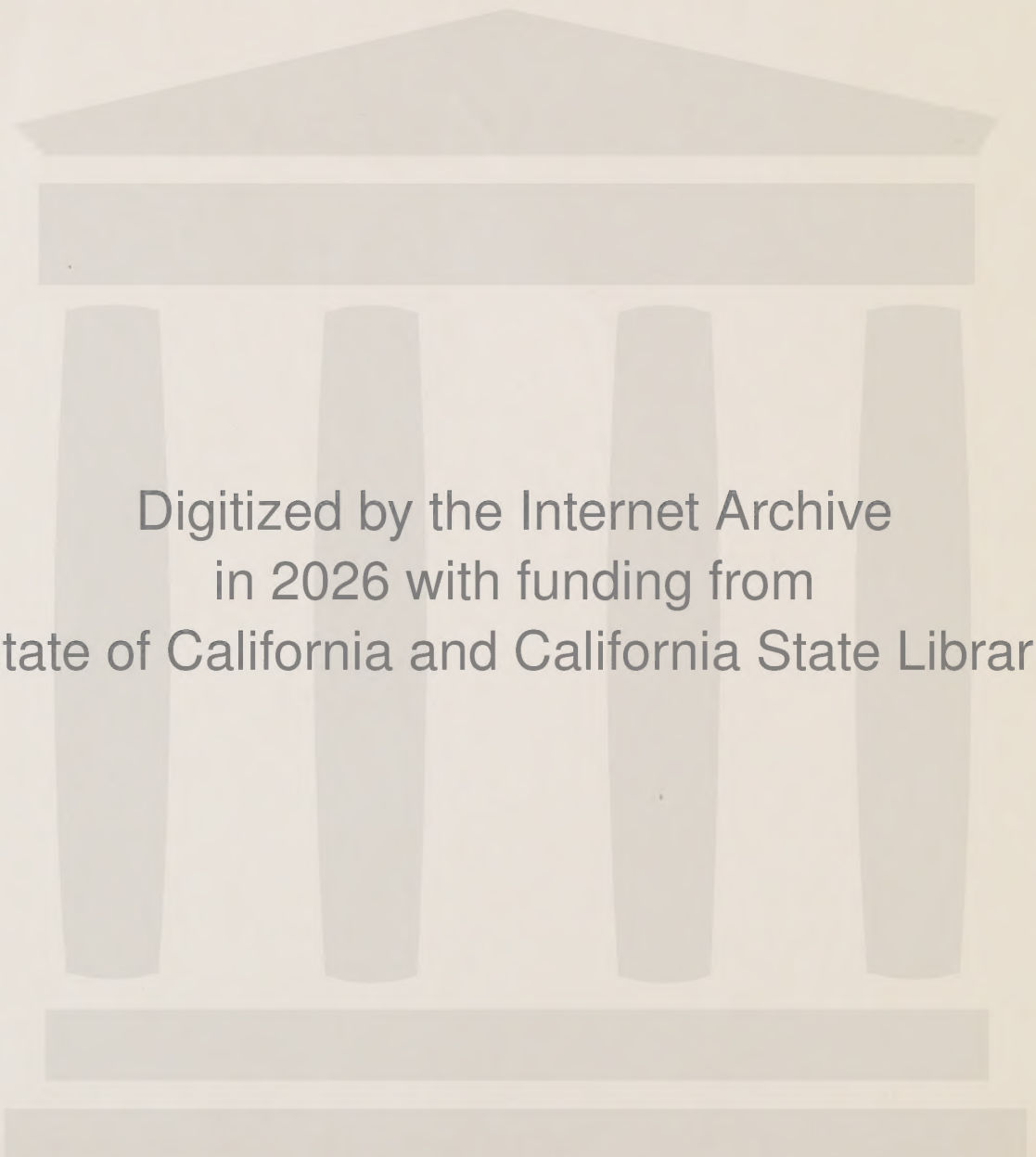
BUREAU OF PUBLIC
ADMINISTRATION LIBRARY

DEC 15 1960

UNIVERSITY OF CALIFORNIA

A REPORT TO THE BOARD OF EDUCATION
BY AN ADVISORY COMMITTEE OF CITIZENS

DECEMBER, 1960



Digitized by the Internet Archive
in 2026 with funding from
State of California and California State Library

https://archive.org/details/C101743846

LB3218
C2
B35
1960
copy 1
IGSL
UCB

CITIZENS ADVISORY COMMITTEE

ON SCHOOL CONSTRUCTION NEEDS

Rabbi Sidney Akselrad
Mr. Ben C. Allin, Jr.
Mr. Hardie Backstrom
Mrs. Gilbert Barron
Mr. Karl Bermel
Mrs. Thomas W. Browne
Mr. Alden Bryant
Mr. Warren Castain
Mr. Wilson Combs
Mr. William Corlett
Mr. Cole Gilliam
Dr. Charles M. Guilbert
Mrs. Robert W. Hollis, Jr.
Mr. Chandler Ide
Mr. Richard Johnston
Mr. Henry Krentz
Mr. F. P. Lathrop
Mr. Francis Lockwood
Dr. Vere Loper
Mr. E. T. Merritt
Mr. Graham Moody, Jr.
Mrs. Donald McLaughlin
Mr. Harry Pennell
Mr. William K. Rentz
Mr. Lewis Reynolds
Mr. Thomas Richardson
Mrs. Daniel Riedel
Mrs. John Roda
Mr. Jack Schweitzer
Mr. Rene K. S. Siu
Mrs. George Spitzer
Mr. Robert G. Sproul, Jr.
Mr. Harry Stoops
Rev. Edw. Stovall
Mr. Dolph Timmerman

Chairman: Mr. William Corlett
Secretary: Mr. Robert G. Sproul, Jr.

SUBCOMMITTEE CHAIRMEN

Timing: Mr. Richard Johnston **Writing:** Mr. Robert G. Sproul,Jr.
Elementary School Needs: Mr. Graham Moody, Jr.
Junior High School Needs: Mr. Francis Lockwood
Senior High School Needs: Mr. Wm. K. Rentz
Correlation & Cost Estimating: Mr. Alden Bryant
Public Hearings: Mr. Wilson Combs

STAFF CONSULTANT

Dr. George C. McGinnis, *Assistant Superintendent, Business*

INDEX

PAGE

SECTION I—INTRODUCTION 3
A. Background 3
B. Method of Procedure 3
C. Recommendations as to Implementation 4
D. Appreciation 5
SECTION II—SYNOPSIS OF THIS COMMITTEE'S OVERALL RECOMMENDATIONS 5
SECTION III—ELEMENTARY SCHOOL RECOMMENDATIONS . . . 6
A. Description of Facilities 6
B. Overall Appraisal of Elementary School Needs 6
C. List of Priority Needs Recommended for Correction 7
D. Rejected Approaches 8
SECTION IV—JUNIOR HIGH SCHOOL RECOMMENDATIONS 8
A. Description of Facilities 8
B. Overall Appraisal of Junior High School Needs 8
C. List of Priority Needs Recommended for Correction 9
D. Rejected Approaches 9
SECTION V—HIGH SCHOOL RECOMMENDATIONS 10
A. Description of Facilities 10
B. Overall Appraisal of High School Needs 10
C. List of Priority Needs Recommended for Correction 11
D. Rejected Approaches 11
SECTION VI—PROCEDURAL RECOMMENDATIONS 12
A. The Formation of Working Committees 12
B. Other Recommendations as to Procedure 12
C. Areas Left for Future Study 13
SECTION VII—CONCLUSION 14
SCHEDULES
A. Estimate of Cost by Categories 16
B. School Location Map 17
C. Statements by Opposition 18
D. Seventy Year Ballot Summary 19

SECTION I—INTRODUCTION

On February 19, 1960 the Board of Education of the Berkeley Unified School District invited 36 residents of the District to serve on a citizens' advisory committee and 35 accepted. The Board asked these citizens to determine the following:

1) The total school building needs of Berkeley.

2) The priority listing of such needs.

3) Which building needs should be included in a bond proposal.

4) A reasonable cost estimate of such a bond proposal.

5) The optimal time for proposing the next bond issue to the citizens of Berkeley.

With the objective of securing a group that was representative of a wide cross-section of the community, nominations were made by each of the four Board members and invitations to serve on the committee were issued on behalf of the Board as a whole.

Committee membership included three Architects, two Engineers, four Attorneys, two former Teachers, one Union Business Agent, one Accountant, one Budget Supervisor, one Financial Editor, two Bankers, one Realtor, four Clergy, one Construction Company Executive, one Building Inspector, one Officer in the League of Women Voters, two Manufacturing Executives, one Export-Import Executive, one Insurance Executive, one Navy Lieutenant, one Educator's Wife, two Doctors' Wives, one YMCA Director, and a PTA President.

A. **BACKGROUND:** In 1946 a $6,000,000 school building bond issue was submitted to voters of the district, but was defeated. In 1948, after a thorough restudy, three separate school bond measures, aggregating $7,966,000, were voted upon, passing by margins of from 3.9 to 1 to 2.9 to 1. These three proposals, divided into categories corresponding to the various school grade levels, provided $4,310,000 for kindergarten-elementary schools, $2,106,000 for junior high schools, and $1,550,000 for the completion of the Berkeley Community Theater at the senior high school site.

Construction financed by the 1948 bond issues ameliorated Berkeley's school building need but (in part because of the District's limited bonding capacity at that time) did not solve all the problems then existent. Obviously needed improvements at Oxford and Emerson Schools, for example, had to be omitted from the 1948 proposals. Neither did the 1948 measures provide for another substantial increase in overall enrollment that transpired by 1959, nor the further deterioration of physical plant in the intervening eleven years. Consequently, on April 7, 1959, a single $9,980,000 bond issue was submitted to voters. It budgeted $3,288,000 for the kindergarten-elementary grades, $2,928,750 for junior high schools, $3,288,000 for the senior high school and $356,150 without specific allocation. In April 1959, this proposal was defeated by a very narrow margin. It was resubmitted, without any changes, at a special election three months later, and was again defeated.

It was in the light of these events that the letter of invitation from the Board of Education to the prospective Citizens' Advisory Committee members stated:

> "Our hope is that a carefully chosen committee, broadly representative of all that is 'Berkeley,' will advise the Board on each of the above points in such a way that the citizens of Berkeley will respond to the need at the designated time of election."

B. **METHOD OF PROCEDURE:** The initial meeting of the Citizens' Advisory Committee on School Construction Needs was held March 2, 1960 at the School District Administration Building, with the four members of the Board of Education and the Superintendent in attendance. At this meeting, the Board charged the Committee to conduct its investigation with an open mind, and without limitation of scope with respect to anything that was germane to the subject. Except for one later meeting, when the Board members attended at the specific request of the Committee, neither the Board members nor the Superintendent were present at deliberations of the Committee.

William Corlett was appointed chairman of this Committee by the Board of Education and at the first meeting it was decided to expedite work by dividing it among subcommittees. These were (including those later appointed):

Elementary School Needs
Junior High School Needs
Senior High School Needs
Timing
Writing
Correlation and Cost
Estimating
Public Hearings

Uniform written instructions were issued by the Chairman to the Committee members participating in investigation of specific school needs. Standard work sheets were filled out both by school principals and, after investigation, by the various Need Committees, so that the same criteria would be applied throughout. These instructions included the following "yardsticks":

"*Definition of Priority Needs:* Those necessary to the carrying out of a minimum adequate educational program. Obsolescence without hazard does not constitute need until over-crowding, or projected over-crowding, is encountered. Major maintenance (replacement of inadequate lighting, heating or plumbing) constitutes need. Over-crowding constitutes need. Structural or fire hazard constitutes need. Site requirements beyond 1965 should be taken into account in those areas where early acquisition would be prudent and economical."

"*Explanation of Priority:* Items of need are to be considered in the following order for inclusion in the bond proposal:

A. Replace or remodel due to serious hazard.

B. Remodel or construct due to enrollment (over-crowding).

C. Replace or remodel due to inadequacy other than enrollment.

D. Replace portables which are now using site area badly needed for outdoor teaching spaces.

E. Add site area necessary for minimum adequate physical education program.

F. Purchase new site(s) for long-term future needs."

Meetings of the full Committee were held normally at two-week intervals, so that subcommittees could report and the full Committee could discuss and pass on matters promptly. Fourteen meetings were held by the full Committee prior to the rendering of this Report; many times that number of meetings were held by the subcommittees, and a great deal of field work, analysis, estimating, consultation with outside authorities, and report writing assignments were done by individual committee members. Approximately two-thirds of the full Committee attended most of its meetings, affording genuine continuity and direction to its deliberations. Each member of the full Committee also worked on one or more of the subcommittees.

A considerable body of written material was made available to the Committee, including attendance figures, population forecasts, the City's Master Plan and various school studies made in the past by citizens' committees and qualified individuals.

On June 7, 1960 the detailed Preliminary Report of this Committee was formally submitted to the Board of Education. Following the submission of this Preliminary Report, three public meetings were held during the first week of July, 1960 at the three junior high schools. Brief oral presentations of this Committee's findings were made by the subcommittee chairmen, after which members of the public expressed themselves. Tentative conclusions were in some cases revised as a result of additional information obtained at these public hearings and discussions. All indications were that the public believed that a thorough, conscientious and painstaking job had been done by the Committee in ascertaining Berkeley's school building needs, their priority, and in making recomendations to meet such needs.

This Committee has done its best to be practical and realistic in its recommendations. It has considered and rejected many proposals which were highly desirable but did not fit the strict definition of "necessary to an adequate program." Among others, the following limiting factors were constantly kept in mind:

1) **Results of Past Elections:** Voters twice rebuffed a $9,980,000 bond proposal in 1959. Any new proposal, or group of proposals, had to be able to stand the most rigorous of tests as to necessity, so that no reasonable voter could object on the basis of "frills" or "luxuries." (Refer to Schedules B and C).

2) **Bonding Capacity of District:** Present available (unused) bonding capacity of the District is about $11,205,000. Annual retirements of existing bonds, plus yearly modest increments in assessed valuation, normally will add at least several hundred thousand dollars a year to such bonding capacity, but this cannot be relied upon prudently more than a few years in advance. This places an absolute ceiling on the amount of new bonds that may now be sold by the District at $11,205,000, plus an estimated $300,000 to $500,000 by June 30, 1961, with similar annual increments in 1962 and near future succeeding years.

3) **Possibility of Pay-As-You-Go Financing:** In the foreseeable future there is no likelihood that a "pay-as-you-go" approach (financing out of current tax revenues) can be used to implement any part of the construction needs of the Berkeley schools, other than for strictly emergency minor items. Now, and as estimated for at least the next five years, current revenues, even with the recent tax increase, will be insufficient to cover teacher salaries and other direct operating expenses of an adequate educational program, with no margin to provide for any significant permanent physical improvements.

4) **The Field Act:** State law (the Field Act in particular) limits the extent to which older existing school structures may be remodeled, if they do not conform to safety and other standards enacted since they were originally constructed.

5) **Remodeling vs. New Construction:** Even if remodeling is legally permissible, and its initial cost less than new construction to replace outmoded facilities, remodeling can in the long run sometimes be more expensive (due to high maintenance costs) than outright replacement. In a number of instances, therefore, the Committee rejected remodeling in favor of new construction.

6) **Master Plan:** School sites and facilities should fit in with the City of Berkeley's Master Plan, especially with respect to parks and recreation, to the end that the two will supplement and complement each other, so long as the paramount obligation of the School District with respect to education is observed.

C. RECOMMENDATIONS AS TO IMPLEMENTATION: The Committee felt that much of its work may have been in vain if it did not go beyond the strict limitations of its responsibilities as originally outlined by the Board of Education. The Committee feels that the "how" is equally important as the "what" in solving Berkeley's school building problems. Section VI of this Report, therefore, contains findings and recommendations as to methods of carrying out the immediate proposals advanced by this Committee. Among other things, this Committee wished to emphasize that inherent in any intelligent long-range planning of school buildings is the pre-supposition that a well thought-out, consistent and sound educational policy will be adhered to, so that physical facilities can be designed properly and adapted for the teaching to be done in them. While this Committee was primarily concerned with the District's physical plant, nevertheless it kept itself informed as to the progress of other groups working in the field of educational

policy, curriculum and planning, so that this Committee's proposals for physical improvements could be adapted to future use.

D. APPRECIATION: This Committee would like to express its thanks to all of the citizens of Berkeley who assisted it in its work and in the preparation of this Report. Dr. George C. McGinnis, Assistant Superintendent of Schools for Business, attended all meetings and provided this Committee with invaluable assistance, particularly on technical matters. The secretaries in his office and in other administrative offices donated long hours in the typing and assembling drafts of this Report and the other publications of this Committee. Active assistance was also received from the principals and many of the teachers of all twenty-two of Berkeley's schools who prepared detailed background information about their schools and spent many hours in assisting this Committee's investigations of the school premises. Finally, we would like to thank the Parent-Teacher Associations of the various schools for their consultation and assistance.

SECTION II—SYNOPSIS OF THIS COMMITTEE'S OVER-ALL RECOMMENDATIONS

After careful study, this Committee has determined that Berkeley's proved existing priority school construction needs amount to, at June 1960 costs, to a dollar figure of approximately $11,500,000. All of these needs are urgent. They are the result of past neglect and the failure to provide enough permanent modern classrooms to take care of present school population, to say nothing of possible future enrollment increases. They do not include an additional $4,500,000 of secondary needs found by this Committee. This Committee was unanimous in its opinion that work should have started long ago to correct all of the deficiencies described in this Report.

The results of previous bond elections show clearly, however, that there is still a considerable lack of public understanding of the magnitude and urgency of Berkeley's school construction needs. The presentation of a successful bond election presents political questions, often difficult, particularly in a city with as many diverse points of view as Berkeley.

This Committee has given consideration to several alternative bond proposals for the financing of the construction program recommended in this Report. The members of this Committee were about equally divided on the question of the most feasible of these alternatives, although there was no dissent with respect to the total dollar cost of the construction urgently required at this time, or as to the distribution of this total between the High School, the Junior High Schools and the Elementary Schools, as set forth hereafter.

1) Some members believed that there should be one bond issue submitted in April 1961 of approximately $11,500,000 (to have a servicing cost of less than 50¢/100 of assessed valuation) qualified, however, by a provision that only $6,000,000 could be expended or committed for expenditure during the first two ensuing fiscal years, with the balance to be used in subsequent years.

It was suggested by proponents of this alternative that many voters would find this two-stage approach, with the smaller dollar figures in each, and specific tax limitations, more acceptable; that this procedure would assure a degree of control over timing of expenditures that would appeal to many voters; that, as a practical matter, the simultaneous scheduling of the entire program would not be possible so that the likelihood of real delay would be minimized; and that the Citizens' School Construction Committee, recommended in Section VI of this report, could review the question of construction priorities and scheduling as among elements of the over-all program recommended.

(2) Some members believed that there should be two separate but related bond issues to be on the same ballot, each limited to an amount of approximately $5,750,000 (to have a servicing cost of less than 25¢/100 of assessed valuation), it being made clear to the voters that they may vote for one or both issues, that both are necessary to meet the construction needs, and that if they vote for only one they should approve the first. The first issue would include preliminary planning for the entire program; the Citizens School Construction Committee would be entrusted with the recommendation of construction priorities and scheduling of elements of the over-all program prior to placing on the ballot.

As indicated in Section I, in determining what construction was required and its estimated cost, this Committee, with the aid of several members who were experienced in large scale construction, adopted and followed the most conservative business practices. All school construction needs suggested for correction were put through a most exacting sieve and painstakingly examined by the various Need Committees and by the full Committee. There was a most careful, detailed and hardheaded estimate made by qualified Committee members of the cost of all proposals. Those proposals which survived this rigorous screening were completely devoid of frills or trimmings.

It will be appreciated, of course, that at this stage of consideration it is neither possible nor desirable to spend tax money on the preparation of detailed architectural plans, engineering specifications or construction budgets. This necessarily has to come later, when the voters have authorized the School Board to proceed. The Committee's estimates are based on standard school construction costs in this geographical area for the various types of rooms required, modified to reflect site considerations. This Committee believes that the total amount recommended should be sufficient to carry out the construction and rehabilitation pro-

grams described in this Report, but we recognize that some departures from our recommendations may prove necessary or desirable in the light of subsequent detailed architectural and engineering studies or to meet legal requirements. It is in this particular area that the Citizens School Construction Committee, recommended in Section VI of this Report, would perform its greatest service.

The total program which is recommended consists of building proposals amounting to approximately $3,700,000 at Berkeley High School, approximately $2,700,000 at Berkeley's three Junior High Schools and approximately $5,100,000 at the fourteen Elementary Schools. The need for this amount of construction results primarily from:

1) Schools which have been declared unsafe by the Fire Department;

2) Overcrowding and heavy dependence on portables;

3) Deficiencies in existing classrooms.

Perhaps the most important fact this committee learned about Berkeley's schools is that so many of the permanent school buildings were constructed on the basis of enrollment and population estimates of at least forty years ago and rooms were laid out and equipped on the basis of what people used to think was needed to carry on an acceptable program of instruction. This fact is of enormous significance in viewing the adequacy of Berkeley's school plant today. This legacy of essentially 1920 schools and school sites has meant that several schools are now too large in enrollment and too poorly equipped to get the results from young students that parents and teachers alike want and expect.

The heavy dependence of Berkeley on existing school sites and portables to handle permanently higher enrollment has put intolerable burdens on the supporting facilities essential to make a complete school. Offices, storage spaces, toilets and other facilities, designed with lower enrollments in mind, are thoroughly inadequate at elementary schools like Lincoln (where original plans were designed for 450 pupils and present enrollment is 752), and Cragmont (which has permanent capacity of 297 pupils and enrollment of 572). Also serious is the effect on limited playground spaces, which not only suffer the pressure of increased enrollment but actually shrink when portables are placed on them. Portables are exceptionally inefficient land users because they are limited to one story and usually are detached from nearby structures. Their extensive use in a city, like Berkeley, which has so little land cannot be justified.

An old school is not necessarily a worn out school. But even if not worn out, an old school may be an inadequate educational tool. Many of the castles of England and Europe are not worn out but they are quite inadequate places to live by Twentieth Century standards. Berkeley's old schools are in much the same situation, and, because of general over-crowding, so are the new schools. Almost uniformly lacking are rooms which are acoustically adequate for music instruction, rooms which can be used for parents to discuss study and disciplinary problems with their children's teachers, and rooms for speech therapy, testing of children and other purposes. There are many other things wrong with our old schools: For example, sub-standard lighting is prevalent; toilet shortages are common; very few rooms have running water (needed for science and instruction); and there are widespread heating and ventilation problems.

To sum up, this Committee, after a thorough and painstaking study, concluded that the physical condition of Berkeley's schools was inadequate to meet the educational demands being placed upon them. Once this fact becomes common knowledge, this Committee is confident that the citizens of Berkeley will support a school construction program that will help bring our school facilities back to a level where they can adequately support the educational program.

SECTION III—ELEMENTARY SCHOOL RECOMMENDATIONS

A. DESCRIPTION OF FACILITIES:

To educate approximately 9,000 children, the City of Berkeley has fourteen elementary schools (kindergarten through the first six grades) and three kindergarten-primary schools (kindergarten and the first two or three grades). Five of the elementary schools are post-World War II construction: Columbus, Franklin, LeConte, Washington and a portion of Jefferson. The three kindergarten-primary schools (the KPs) are also new, having been constructed between 1951 and 1956. Of the nine old elementary schools, Whittier, completed in 1935, is the only one built since 1926. Emerson is the oldest school in town and it was completed in 1906. It was closely followed, however, by Oxford, completed in 1907, and John Muir, completed in 1915. The remaining five of the old schools (Thousand Oaks, Lincoln, Longfellow, Hillside and Cragmont) were built by proceeds of the 1919 bond issue and are post-World War I construction.

B. OVERALL APPRAISAL OF ELEMENTARY SCHOOL NEEDS:

Seven elementary schools have an enrollment of more than 600 children, and of these one has more than 900 and two have more than 800. More than forty per cent of the primary grade children are in classes exceeding thirty pupils and many have more than thirty-five.

Based on an average of twenty-seven pupils per room (generally considered the maximum elementary class size for effective instruction) the reasonable capacity of our 247 permanent elementary classrooms (twenty of which are double-session kindergartens) is 7,209 children. The Berkeley School District, however, is presently serving an

elementary school population in excess of 8,800 and will be required to accommodate an average of approximately this number during the next five years. Temporary, wooden "portable" classrooms have been used throughout the District in an attempt to overcome the classroom shortage without purchasing new school sites or constructing permanent facilities. Forty-eight portables are at the nine old schools, sixteen are at the five new schools and one is at a K-P. The bare physical capacity of Berkeley's elementary schools, including both permanent and portable classrooms, is about 150 pupils short of the known need for the next five years.

The needs of Berkeley's elementary schools, as those elsewhere in the School District, are so substantial that construction to be undertaken in the next five years can be regarded as only the beginning of a sustained program of capital improvement. The first step must be to replace the two oldest schools, Emerson and Oxford, which the Fire Department has declared hazardous and which in almost every other way are inadequate places to meet even minimum standards of instruction. (In view of limitations of the Field Act regarding what can be done with old buildings, these schools are not considered by this Committee as suitable for rehabilitation.) Similarly, there is an urgent need for a net increase of twenty new classrooms throughout Berkeley's elementary school system to relieve overcrowding and for the replacement of the most objectionable portables with permanent structures. Finally, modest site additions are imperative at certain elementary schools which now have desperately crowded playgrounds and little or no likelihood of benefitting from the further development of city recreation facilities.

C. LIST OF PRIORITY NEEDS RECOMMENDED FOR CORRECTION

[Note: For a summary of these needs and their cost see Schedule A]

(1) *Columbus School* (2211 Seventh St.)—Improve lighting.

(2) *Cragmont School* (830 Regal Road near Spruce):
   a) Construct a new 13 classroom wing to replace portables and to add capacity for increased enrollment.
   b) Add new cafeteria and auditorium facilities.
   c) Provide conference room.
   d) Improve office.

   Cragmont Primary (Spruce at Michigan): Add one new classroom.

(3) *Emerson School* (2729 Piedmont corner Forest Street):

   Replace entire existing building with a new 15 classroom school at present site. (The suggested number of classrooms is intended to relieve John Muir's enrollment pressure. This number of rooms may be adjusted when the effect of building the new Hiller Highlands School in a nearby Oakland neighborhood has been determined. Any funds thus made available should be used to relieve enrollment pressure elsewhere).

(4) *Franklin School* (1150 Virginia St.):
   a) To replace two unsatisfactory bungalows, provide two rooms for teaching the mentally retarded and relieve overcrowding. Construct 8 additional classrooms. The new structure should include either administrative offices or a library and, depending on the choice made, the corridor area which is now used as a library converted to offices or enclosed and heat provided so that it can be a proper library.
   b) Place movable, soundproof partition in the cafeteria-auditorium so the space can be used for music instruction and various types of testing.
   c) Acquire the remaining 4 privately owned parcels in the block occupied by the school to improve the site.

(5) *Hillside School* (1581 Le Roy Avenue, corner of Vista):

   Add three new classrooms. This addition will include administrative and nurses' offices and provide essential storage.

   Hillside Primary (1155 Sterling Avenue): Add 1 new classroom.

(6) *Jefferson School* (1400 Ada Street):
   Improve lighting.

(7) *John Muir School* (2955 Claremont Avenue): Improve lighting.

(8) *LeConte School* (2241 Russell Street):
   Acquire four remaining parcels of land in the block on which the school is located to improve size of playground (Fulton and Russell Street corner).

(9) *Lincoln School* (1731 Prince Street):
   a) Rehabilitate or, if required by law, replace existing building.
   b) Construct a new two-story 14 classroom wing (with toilet facilities) to replace 7 portables to relieve overcrowding.
   c) Remodel administration and nurses' offices and restore library now being used as classroom.
   d) Acquire six remaining parcels of land in the block on which the school is located and grade, surface and fence these six, plus the four adjacent lots now owned. This work is essential to improve what is now Berkeley's most inadequate school playground.

(10) *Longfellow School* (1500 Derby St.):
   Improve lighting.

(11) *Oxford School* (1130 Oxford St.):
   Replace entire existing school with new 13 classroom school building at or near present school site. A school of this size at Oxford should make possible enrollment relief at Thousand Oaks and Whittier through redistricting. If the present school site is used, it must be enlarged.

(12) *Thousand Oaks School* (840 Colusa Avenue):
   All portables should be replaced as soon as possible.

In the interest of economy, however, this Committee recommends that a new temporary multi-purpose portable be placed at Thousand Oaks to supply urgently needed classroom facilities. Also firewalls and sprinklers for the storage area should be installed.

(13) *Washington School* (2300 Grove St.):
Acquire additional land in the neighborhood of the school to relieve its grossly overcrowded playground conditions.

(14) *Whittier School* (1645 Milvia St.):
Improve lighting.

(15) *New Proposed School:*
Construct a new kindergarten primary school either on property already owned in Southwest Berkeley or at the best location to relieve overcrowding at Longfellow and Columbus.

D. REJECTED APPROACHES

(1) **Construction of Additional Elementary Schools:** If Berkeley could turn back the clock, it would certainly wish to buy several more elementary school sites. School sizes could then be reduced to more manageable proportions and school yards would be better places for children to play ball and other games that are now prohibited, or severely restricted, for safety reasons. Today, most of the land in Berkeley that might have been used to do this has been occupied and is not for sale. Resistance to the use of any additional private land for school purposes has been so strong at times that this Committee concluded reluctantly that the recommendation of substantial site acquisitions could easily be fatal to the success of any bond issue. For this reason, this Committee did not recommend construction at any new locations except in Southwest Berkeley. Here we have proposed a K-P to reduce walking distances for small children and to relieve overcrowding in neighboring attendance districts. This kind of relief cannot be offered elsewhere in the city (except in a limited way by making boundary adjustments around the Oxford and Emerson attendance districts). As a result, children who live in the North Berkeley hills will continue to have the most unsatisfactory walking conditions to and from school and children in many other parts of the city will continue to attend schools that are altogether too large. It is the hope of this Committee, that the provision of more classrooms, and the resulting reduction of classroom crowding, may partially offset these disadvantages.

(2) **Maintenance of the Status Quo:** To any proposal to do something, there is the alternative of getting along without. In 1948 Berkeley took an important step forward when funds were authorized for the replacement of several of the very oldest elementary schools. Even then, however, it was recognized that much remained to be done. The twelve-year postponement in authorizing further elementary school improvements has been costly in terms of lost land, higher building costs, crowded schools, deficient classrooms and lost opportunities. In many places, getting along with what we have has been a difficult struggle for teachers and children. In the opinion of this Committee, Berkeley can afford to do better, but it can ill afford any further delay.

SECTION IV—JUNIOR HIGH SCHOOL RECOMMENDATIONS

A. DESCRIPTION OF FACILITIES:

There are now three junior high schools in Berkeley: Burbank, serving the West Berkeley area; Willard, serving the South Berkeley area, and Garfield, serving the North Berkeley area. Formerly, and up until 1933, Berkeley had a fourth junior high school, Edison, which had to be abandoned as a result of structural deficiencies which failed to meet the requirements of the Field Act.

Garfield, with a current enrollment of approximately 1,660 students, is the city's largest junior high school. Burbank and Willard each have a present enrollment of approximately 1,000 students. Measured by the date of completion of the main school building, Burbank is the city's oldest junior high school (1915), Willard is the next oldest (1916), and Garfield is the newest (1920). During the ten-year period from 1921 to 1931, there was some construction work performed at all three schools: A shop building and boys' gymnasium at Burbank, a gymnasium and completion of the auditorium at Garfield, and a classroom wing at Willard. Following World War II these three schools benefited from some additional new construction: A new twenty-four classroom wing and auditorium were added to Burbank; a new boys' gymnasium and a music and shop building to Willard; and a new gymnasium to Garfield.

B. OVERALL APPRAISAL OF JUNIOR HIGH SCHOOL NEEDS:

This Committee in its several visits to Berkeley's junior high school sites paid particular attention to the adequacy of the classrooms as places to teach and learn. As pointed out in Section II of this Report, schools built primarily before 1920 were not planned for conditions as they are today, some forty years later. Leaving aside the inadequacy of the buildings as structures, Berkeley's three junior high schools are now so jammed full of children that they no longer provide proper teaching and learning conditions. For example, classes are being conducted at Willard in classrooms containing 645 square feet of area and having up to 40 students per classroom. With 960 square feet being the recommended minimum, such a classroom is substandard in size even for 30 pupils. Most of these classrooms are also equipped with dilapidated 1916 desks, radiators and black-

boards and the plaster is coming off many of the walls and ceilings. At Burbank, because of the poor location of the playground and the inadequate facilities for the supression of noise, many academic classes have to be conducted in the atmosphere of a boiler factory.

The generally poor teaching facilities in this City's older junior high school buildings can be dramatically pointed up by comparing the teaching and working conditions (1) at the new classroom wing at Burbank with the old classrooms located in the main buildings at Burbank, Garfield and Willard, or (2) at the new shop building at Willard with the old shop building at Burbank. The new facilities are not deluxe: On the contrary, they are plain utilitarian structures, modestly equipped and furnished, but they are places where teachers can teach and students can learn.

It became obvious to this Committee after visits to each of this City's three junior high schools that their needs were so great that it would be impossible to satisfy even a majority of them at this time. As stated in Section II of this Report, this Committee, in establishing priorities, considered that classrooms were of primary importance, but it also recognized that it is absolutely impossible to totally ignore supporting facilities. Under this heading of "supporting facilities" would come the inadequate shower and locker room facilities at the girls' gymnasiums at Willard and Burbank; the cramped cafeterias at Willard and Burbank; the crowded and insufficient counseling, nursing and school administration offices at Willard. This Committee recommended for correction certain needs in this area that it considered to be so glaring that they could be neglected no longer.

Finally, in the opinion of this Committee, the overall construction needs of Berkeley's three junior high schools continue to be the greatest at Burbank, the next greatest at Willard and the least at Garfield. While the physical plant at Garfield exhibits obvious deficiencies, it has two outstanding advantages when compared with its sister schools: (1) the acreage of the school site is more than the other two combined; and (2) its main building, while only five years younger, is a superior structure to the main buildings at the two other schools.

C. LIST OF PRIORITY NEEDS RECOMMENDED FOR CORRECTION:

[Note: For a summary of these needs and their cost see Schedule A]

(1) **Burbank Junior High School** (1222 University Avenue, corner of Curtis Street):

a) Eliminate the present two-story shop building and the seven portable classrooms and construct a three-story school building to house new shop facilities and to provide new classrooms.

b) Construct new cafeteria facilities and remodel the present cafeteria for classroom use.

c) By the remodeling and use of present structure to the extent possible, provide more adequate girls' gymnasium facilities with proper toilets, showers, lockers and nursing spaces.

d) Acquire approximately 1.44 acres of additional land to the east of the present school site along University Avenue and close a portion of Bonar Street to help alleviate school site deficiencies.

(2) **Willard Junior High School** (2771 Telegraph Ave., between Derby and Stuart):

a) Erect a new two-story school building at the southeast corner of the present school site. This new building would house a new cafeteria, a new library and eight new classrooms and would require the acquisition of two privately owned lots in the area.

b) Remodel the present cafeteria and library areas as classrooms or school administration offices.

c) Construct a new shower and locker space adjacent to the present girls' gymnasium.

d) Rehabilitate and modernize the present counseling, nursing and school administration offices.

e) Improve lighting and place acoustic tile in the school corridor ceilings to reduce excessive noise.

(3) **Garfield Junior High School** (1781 Rose Street, corner of Grant Street):

a) Construct a new six-classroom school building at the present school site to remedy the crowded and inadequate science classrooms and shop facilities.

b) Perform major maintenance work at the main school building required to provide proper heating and lighting and reduce excessive noise.

D. REJECTED APPROACHES

In the course of its deliberations this Committee made every attempt to view the construction problems of Berkeley's junior high schools objectively and without bias. Numerous solutions to these problems were studied, some accepted and others discarded for a variety of reasons. It is not possible within the limits of this Report to set forth all of the proposals relating to the City's junior high schools which were considered by this Committee and rejected. Four, however, are believed to be of sufficient importance to deserve specific mention:

(1) **A Fourth Junior High School:** The official enrollment figures for the Berkeley schools indicate that for the next five years the junior high enrollment will not increase substantially. For this period, then, the need will be to meet obsolescence and over-crowding in the present buildings, rather than the construction of facilities for an expanding school population. This Committee was also influenced by the fact that the three existing junior high schools are well placed geographically

(2) **The Swimming Pool at Burbank:** This was a problem that occupied a great deal of time not only of the Junior High School Need Committee but also the Full Committee. In the bond proposal passed by the voters in 1948, a sum of money was set aside for the construction of a swimming pool at Burbank. Since then, known costs of construction have increased to such an extent that the money available

is wholly inadequate to complete the project. In the opinion of this Committee, the completion of this swimming pool, while desirable, is secondary, and at the present time and under present conditions we can not recommend that any funds be diverted from the more urgent classroom needs of this City's junior high schools.

(3) **The Use of the Edison School Site:** While no member of this Committee supported this proposal, it received careful consideration both by the Full Committee and the Junior High School Need Committee and was rejected on the following grounds:

a) The remains of the old structure, condemned by the Field Act in 1933, would have to be demolished and an entirely new and costly plant constructed at the site.

b) The land area is inadequate for a new junior high school (and probably for a new elementary school) and therefore difficult, unpopular and costly site acquisitions would be required.

c) The land is being used by the Board of Education as an audio-visual center, a warehouse and corporation yard. If it were returned to school use, additional land acquisition and building construction would be necessary to provide equivalent administrative facilities elsewhere.

d) There is a practical political problem inherent in the rebuilding of a junior high school in that area of Berkeley. Such a school would be basically "segregated" and would meet with the vigorous opposition of the surrounding residents. A proposal of this type in the 1946 school bond issue is said to have been one of the major factors which resulted in the defeat of those bonds.

(4) **Maintainance of the Status Quo:** In our opinion, no responsible, intelligent Berkeley citizen who is aware of the facts, regardless of race, age, family situation or ability to pay increased property taxes, could possibly approve of maintaining the status quo. To leave the City's three junior high schools as they are now would be tantamount to a decision to let public education for this age group in Berkeley subside to a subterranean level. The junior high schools are definitely a place where Berkeley either moves forward deliberately, or it will move backward rapidly.

SECTION V—HIGH SCHOOL RECOMMENDATIONS

A. DESCRIPTION OF FACILITIES:

Berkeley High School is this city's only senior high school. It is a comprehensive school with a present student population of approximately 3,100. Its facilities were designed and are used primarily for college preparatory, cultural, industrial arts, business and physical education classes. The physical plant consists of an academic building (1920), a science and mechanical arts building (1939), a gymnasium (1922–1937), the Community Theatre (1951) and 13 portable classrooms (1933–1958).

B. Over-all Appraisal of High School Needs:

The principal problem at Berkeley High School is that the physical plant is just not large enough or efficient enough. Its facilities were crowded when there were only 2,400 students; today they are over-crowded with 3,100; and very soon they will be bulging with 3,600. The students and teachers at Berkeley High School not only need more room for thinking, reading, studying and working, social activities and physical exercise, but they literally need more elbow room.

Academic classes are now being held in rooms designed for dressing and storage, including one windowless room and one ell-shaped room. Teachers are teaching history classes in rooms where the desks, of necessity, are placed flush against three walls—against the blackboards on one wall and against the radiators on another, and physical education classes are so crowded that the main concern of the students is to avoid running into each other. The cafeteria is inadequate on warm sunny days and, on cold rainy days, students lunch all over the halls, up and down the stairs, and in almost every otherwise unoccupied nook and cranny. The library, which seats ninety students only, is so inadequate that several Departments cannot give library assignments, and all Departments limit assignments because of the lack of books and space.

Under present conditions, Berkeley High will not long remain within striking distance of its once proud reputation as THE best high school in the State of California, although it could, in our opinion, be restored to this position with the adoption of a very modest improvement program. Overcrowding could be corrected on the existing site with relatively minor and feasible additions of land, and the physical plant could be made adequate by a limited amount of new construction, and by the improvement and rearrangement of existing facilities.

In reaching these conclusions, six assumptions were made by this Committee:

1) The Berkeley High School plant will continue to be used as a high school and no other high school will be built in Berkeley.

2) Enrollment at Berkeley High School will increase from the present 3,100 to 3,600 by 1964.

3) The Board of Education will not house the continuation high school, now at McKinley School, on the Berkeley High School site.

4) Berkeley's Adult School Programs will continue to adapt their needs to the facilities available for the high school program.

5) A Junior College Program will not be instituted on the high school site.

6) No additional land will be acquired other than (i) the P.G.&E. property at the corner of Milvia and Allston Way, (ii) the city-owned land now occupied by Bancroft Way between Grove and Milvia Streets, and (iii) the Y.M.C.A. owned parking lot between Durant Avenue and Bancroft Way.

C. LIST OF PRIORITY NEEDS RECOMMENDED FOR CORRECTION:

[Note: For a summary of these needs and their cost see Schedule A]

In order to provide adequate educational opportunities for 3,100 to 3,600 students at Berkeley High School, this Committee recommends the following building program:

(1) **Construct:**
   a) A new forty-classroom three-story building to provide thirty-seven additional classrooms and replace three of the thirteen bungalow classrooms;
   b) A new library with 12,000 square feet of floor space; and
   c) A new multi-purpose cafeteria of 15,000 square feet, with 5,000 square feet of additional covered outdoor dining area.

(2) **Remodel the existing Academic Building to provide:**
   a) Six additional classrooms;
   b) Replacements for the four rooms now used for mathematics classes in the Gymnasium Building.
   c) Sixteen improved classrooms;
   d) An adequate counseling center, administrative offices, faculty room and Board of Student Control room.

   The additional classrooms recommended above would be erected in the area now occupied by the library and cafeteria. (see (1) above.)

(3) **Remodel the existing Gymnasium Building to provide:**
   a) Three additional teaching stations, locker rooms adequate in size and designed for proper supervision;
   b) Physical education facilities in the existing mathematics classrooms;
   c) Separation of gym classes by additional partitions, and improvements to outdoor class areas; and
   d) Additional physical education equipment and furniture.

(4) **Remodel the existing Grove Street Building to provide:**
   a) Adequate ventilation, waste disposal, toilets and fixtures and equipment in the laboratories and shops;
   b) Additional teaching aids and equipment in the science, commercial and industrial education laboratories and classrooms; and
   c) Additional biology and zoology facilities.

(5) **Make the following site acquisitions and improvements:**
   a) Purchase the P.G.&E. property which occupies the northeast corner of the high school plant, for a school building site.
   b) Acquire from the City the portion of Bancroft Way that extends between Grove and Milvia Streets, in order that it may be permanently closed and become part of the school site.
   c) Purchase the Y.M.C.A. parking lot property which is contiguous to the high school tennis courts between Durant Avenue and Bancroft Way, for physical education class space.
   d) Arrange for use of public or other off-campus facilities for outdoor, interscholastic team practice and contests, in order to make all of the high school turfed area available for physical education classes throughout most of the year. At present, because of the interscholastic program, much of the turfed area is not available for physical education classes much of the time.

D. REJECTED APPROACHES

(1) **Construction of a Second High School:** This suggestion was rejected because the Committee believes that:
   a) In the City of Berkeley a sound high school program can be conducted in a single, large school.
   b) Expansion of the existing plant will be much less expensive than building a second plant.
   c) The recent history of Berkeley High School shows that it can provide a good education together with an unusually large degree of integration of races and of academic, commercial and industrial students.
   d) The problem of site location for a second high school, which has been worked on by many able people, has never been satisfactorily resolved and probably never can be.
   e) A second high school would require at least sixteen acres of land and the voting in past bond issues clearly indicates that getting approval for such a purchase would be politically impossible.
   f) The geographical racial pattern of Berkeley, the very proper desire of our Negro citizens for integrated schools, the lack of support for a Junior College at Berkeley High, and the difficulties in acquiring either land or money would, in the opinion of this Committee, make the construction of a second senior high school in Berkeley not only impractical but unwise.

(2) **Major Expansion of the High School Site:** This approach, while desirable from an educational standpoint, would be very expensive, would generate heavy political opposition and would create sharp diversions among citizens of our community. No matter how much effort could be marshalled in support of such a recommendation, its chances

of success would, in this Committee's opinion, be extremely slim.

(3) **Establish a Junior College at Berkeley High School:** This approach was rejected primarily because the City of Berkeley is obviously having troubles enough trying to bolster up and improve its existing school building facilities without adding to them the burden of a wholly new program,

(4) **Move the Continuation School from McKinley School to Berkeley High School:** This proposal was rejected because the Committee is of the opinion that too many problems now plague Berkeley High School because of the diversity of abilities and interests in the existing student body (and a similar situation would exist if there were two or even three high schools in Berkeley.) Moreover, the continuation students, by and large, are youngsters requiring specialized instruction who should be taught in a separate and different facility.

(5) **Maintainance of the Status Quo:** This approach was rejected because the status quo at Berkeley High School is just not satisfactory to any intelligent, responsible and informed citizen. Our high school children deserve adequate facilities. Our community needs adequate facilities. In years past, Berkeley High School has established great traditions in academic learning, commercial and industrial skills, and in training students to become good citizens. In our opinion Berkeley High School can continue these traditions only if the citizens of Berkeley provide it with moral and financial support and take care of the very real deficiencies observed by this Committee and recommended for accomplishment in this Report.

SECTION VI—PROCEDURAL RECOMMENDATIONS

A. THE FORMATION OF WORKING COMMITTEES:

If the Board of Education goes forward with the submission to the voters of a bond issue to meet Berkeley's priority school construction needs, as recommended in this Report, we propose that the following two committees be established:

A Pre-Election Citizens' Public Relations Committee: This Committee would provide broad community representation and would assist the Board in obtaining voter acceptance of the bond issue. The members of the Citizens' Advisory Committee for School Construction Bonds could well constitute the nucleus of such an organization in view of their intimate familiarity with Berkeley's school construction needs. The membership should, however, be expanded to include other citizens who have been actively concerned with Berkeley's school problems and who are prepared to devote time and energy to the campaign beyond the limits of this nucleus.

Post-Election—A Citizens' School Construction Committee: If the bond issue is approved, this Committee would provide assurance to every voter in the District that available funds were expended prudently to meet only minimum priority needs. Such a Committee, to be effective, should be of the minimum size that will provide representation to citizens who would inspire the confidence of the community and should include individuals who are professionally qualified to make sound judgments in the fields of architecture, engineering, acounting and finance. Two members of the Board of Education and the Superintendent of Schools or his designated representative should also be members.

The membership and purpose of this proposed Citizens' School Construction Committee should be publicly announced by the Board of Education in advance of the elections, and we believe the success of any bond proposal would be enhanced if the Board stated the Committee's recommendations would be accepted. This proposed Committee should be authorized to establish such subcommittees as it deemed necessary and should be charged with the following responsibilities and duties:

a) To advise and assist the Board of Education and the responsible school authorities in the definition of the various construction projects to be undertaken.

b) To advise and assist the architects and engineers engaged in the preparation of detailed plans and specifications covering school construction projects approved by the Board.

c) To make determinations with respect to any modifications in the approved recommendations set forth in this Report that may appear, in the interest of expediency, or in the light of changed conditions, to be desirable in furtherance of this Committee's basic purpose.

d) To investigate all possible sources of funds for meeting school construction needs, including State and Federal grants and loans, as well as economies in school operation and administration; to review all existing school properties to determine whether they are performing their functions adequately and are being utilized in the most efficient manner, and, if such properties are no longer required for legitimate school purposes, to recommend the prompt disposal thereof.

e) To recommend financial policy with respect to bond sales and efficient expenditure of bond revenues.

f) To perform a "watch-dog" function in seeing that architects, engineers and planners carry out their functions in such a way that proceeds of school construction bonds are utilized with maximum effectiveness by reviewing (i) all plans and specifications before they are put out to bid; (ii) bids and cost estimates as they become available; and (iii) the results of all construction undertaken.

g) To make studies and recommendations with respect to additional school construction needs of the District, as requested by the Board of Education, or upon its own initiative. In this connection, special attention should be given to the several areas of potential need enumerated below in subsection C.

h) To advise and assist the Board of Education and its architectural consultants in the preparation of a long-range Master Plan for the future development of all School District land and improvements, including possible site expansion and acquisition.

B. OTHER RECOMMENDATIONS AS TO PROCEDURE:

In addition to the establishment of the committee organization described above, the following procedural recommendations are offered by this Committee for the guidance of the Board of Education:

(1) That the Board award architectural and engineering commissions to more than one firm, and thus encourage competition to develop plans that are not only outstanding in basic concept and design, but also satisfy the prescribed educational requirements and are reasonable in initial cost as well as in cost of maintenance.

(2) That improvement in the educational facilities of the District and a long-range Master Plan for future school construction be developed in close cooperation with the Planning Department of the City of Berkeley, after careful study and consideration of the Proposed Amendments to the Berkeley Master Plan, Schools Division, as set forth in the preliminary draft of the Planning Department, dated March 18, 1960. We believe the School District's Master Plan, when completed by the Board, with the assistance of the citizens' groups, school administrators and teachers, should become a division of the Master Plan of the City of Berkeley. The adoption of such a School District Master Plan appears to this Committee to be imperative in order that intelligent planning for the future school construction needs of the City of Berkeley may take place. While architects and engineers should be retained by the Board to advise and assist, we believe that the responsibility for basic planning should not, and cannot be delegated to them alone. The Board should press forward with the formulation of a set of long-range educational goals and objectives for the Berkeley Unified School District. Such a set of goals and objectives, although obviously subject to constant modification, are indispensable as a guide to preparing a Master Plan for Berkeley's future school construction needs. In this connection, the following specific suggestions are offered:

a) The dual role of schools and educational facilities and community recreation and activity centers should be re-examined to make certain school functions are being in no way penalized. If this program is to be continued, programs should be developed to assure joint site acquisition, development and maintenance, with a proper share of acquisition, development and maintenance cost being borne by the cooperating agencies.

b) Available school sites in the City of Berkeley should be used in a more economical manner than has been the case in the past. The use of multi-storied buildings should be a prime consideration in view of limitations on available land, and care should be exercised with regard to the manner in which buildings are situated on existing school sites.

c) School buildings should be designed and located in such a manner as to permit orderly future expansion and development in accordance with long-range planning.

C. AREAS LEFT FOR FUTURE STUDY:

Three specific areas of school construction which this Committee did not attempt to investigate and report upon, but which it believes would be appropriate topics of study for the proposed Citizens' School Construction Committee are as follows:

(1) **The Continuation School Program:** This program, presently conducted at McKinley School, will probably need to be relocated, if it is to be continued in Berkeley. The present plant is old, unsafe, and inadequate to meet the educational demands placed upon it. We understand that the site of the McKinley School is scheduled for eventual incorporation into the campus of the University of California and we suggest that this proposal be reviewed with the Regents of the University of California, with the thought that Berkeley's adult education program might be continued at this location in collaboration with the University Extension Program. This Committee is impressed with the fact that the Continuation Program has already not only relieved the congested conditions at Berkeley High, but has also successfully provided a specialized type of instruction for those students, ill-adjusted to the senior high school program, who are required by State law to continue in school. Careful study should be given to the size and type of facilities that should be provided for the Continuation Program and the advantages of having it carried out in conjunction with the Adult Education Program.

(2) **The Adult Education Program:** This program, presently conducted at both McKinley and Berkeley High School, is an educational activity of prime imporance to the entire community. A thorough study should be made of the present program and the adequacy of the facilities required for its effective continuation.

(3) **Proposed Junior College:** Finally, the need for a Junior College in the City of Berkeley warrants careful study as part of the City's long-range educational program.

SECTION VII—CONCLUSION

Berkeley is the home of one of the great universities of the world. It is the religious education center of the West. Its city government and police force have served as models to many other communities. It is a city where traditionally people of many races from many countries have lived together constructively, happily and successfully. In many ways, Berkeley has always been considered a most desirable place to live.

One of the principal elements of Berkeley's desirability has been its superior public school system. Less than three years ago *Time* and *Newsweek* magazines reported that scholastically, Berkeley High School was one of the thirty-eight best high schools in the United States, and one of the two best west of the Rockies. Last year Berkeley High won the Bellamy Award for all around excellence. For over twenty-five years both Stanford University and the University of California have ranked Berkeley High at the top of their lists of outstanding California preparatory schools. Berkeley High School's tradition of excellence reflects the fact that this City has always enjoyed high quality in student learning, teaching and administration throughout its junior highs and elementary schools.

This record of the Berkeley Public School System, outstanding as it is, was, however, built in the past and does not necessarily reflect the current situation. Nor does it reveal the facts (i) that Berkeley's schools are at present valiantly trying to maintain their fine achievements in education in spite of an overcrowded and grossly inadequate plant; (ii) that many students who should have contributed to the record of excellence of Berkeley's schools did not; and (iii) that, while some teachers, students and administrators can work well in almost any environment, many need adequate facilities in order to do their best work. Finally, the above record of past glories of public schools in Berkeley does not as yet reflect the results of present deterioration of facilities and increase in overcrowding.

If Berkeley's schools are to do no more than stand still, adequate support by Berkeley's citizens is required merely to maintain our schools' relative position with respect to those in neighboring communities. If our teachers are forced to work in overcrowded, antiquated, and grossly inadequate classrooms and if their teaching loads are too large for efficient instruction many will soon leave the system and go to other districts where conditions are more conducive of good teaching. If this occurs, the level of education of our school children will deteriorate rapidly and drastically. In a relatively short period of time, the high standards of our schools could be only a memory.

A significant decline in the quality of education in Berkeley's schools would be reflected quickly in a decline in the morale of a large number of our citizens. Families with school age children would leave the city in ever-increasing numbers. New families coming into the Bay Area would avoid Berkeley and seek homes and schools elsewhere. It is axiomatic that business would then suffer and property values and rentals would decline. Berkeley's older citizens, some of whom could not afford to move, and many of whom would have no place to move to, could easily find themselves stranded in a fast dying, undesirable community.

Finally, more important than this civic deterioration, would be the reversal in the truly remarkable progress of integration of Negro, Oriental and Caucasian students in the Berkeley schools. Berkeley High School yearbooks of the past few years tell a story of tremendous progress. This story of racial integration is almost unparalleled anywhere else in the world. But if the conscientious and thoughtful parents in this community of every race become convinced that educational opportunities in the Berkeley Public Schools are on the decline, and not on a par with those offered in neighboring communities, this remarkable story of successful integration could quickly change into one of dismal failure. Overnight Berkeley could become a most undesirable place to live. It is no exaggeration to say that Berkeley is at a crossroads, and the decisions it makes in the near future concerning its schools will, in large measure, determine whether it will be a "bad" city or a "good" city for people, regardless of their age, background or circumstance.

Good schools make for good citizens who, in turn, make for a strong and vital community, state and nation. It is the considered opinion of this Committee that Berkeley's Schools have seriously declined in quality in recent years; and that, principally because of this decline, the City of Berkeley has likewise been slipping backward at a time when there is every reason for the City and its schools to climb to even greater heights. Berkeley has students, teachers and administrators of a quality to insure any educational achievement it wants to set for itself. What it has lacked is the adequate moral and financial support of its citizen voters. Our schools and our community will go forward only when that support is assured.

We respectfully urge, therefore, that the Board of Educatioin and the people of Berkeley act upon the recommendations of this report without delay. Further delay can only be both expensive of money and destructive of community morale.

Citizens' Advisory Committee
on School Construction Needs
WILLIAM CORLETT, *Chairman*

SCHEDULES

PAGE

A. Estimate of Cost by Categories 16

B. School Location Map 17

C. Statements by Opposition 18

D. Seventy Year Ballot Summary 19

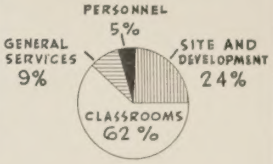
BERKELEY SCHOOLS PRIORITY CONSTRUCTION NEEDS

ESTIMATES OF COST SUMMARIZED BY CATEGORY

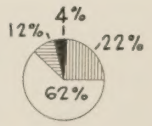
CONDITION 1960

ELEMENTARY SCHOOLS	ACRES TOTAL	ACRES PLYGD.	CLASSROOMS PERM.	CLASSROOMS PORT.	CAPACITY PERM.	CAPACITY PORT.	ENROLLED 1960 '61	ENROLLED PROJ. '65-'66	YEAR(S) COMPLETED		CLASSROOMS INTERCHANGEABLE	CLASSROOMS SPECIAL	GENERAL SERVICES	PERSONNEL	SITE PURCHASE & DEVEL	TOTALS BY SCHOOLS
(1) COLUMBUS	3.20	1.95	22	3	720	90	806	855	1951	(1)	5					5
(2) CRAGMONT & K-P	4.03	1.26	16	6	510	240	708	745	1926-55	(2)	415	52	104	26		597
(3) EMERSON	1.33	0.82	16	0	510	0	351	360	1906-29-36	(3)	390	52	130	52	312	936
(4) FRANKLIN & K-P	6.18	4.36	26	6	870	90	947	983	1952-56	(4)	234	52	31	26	65	408
(5) HILLSIDE & K-P	3.96	1.30	18	2	570	90	640	675	1925-51	(5)	165			52		217
(6) JEFFERSON	3.45	1.88	20	3	660	90	685	690	1923-52	(6)	30					30
(7) JOHN MUIR	3.29	1.77	13	1	420	30	451	440	1915-19	(7)	5					5
(8) LE CONTE	3.24	1.66	18	2	600	60	549	560	1951	(8)	Enrollment relief through #15 5				78	83
(9) LINCOLN	2.84	0.72	19	7	630	210	752	730	1927-29	(9)	841	260	91	52	113	1,357
(10) LONGFELLOW	3.74	2.20	24	8	750	300	915	900	1924-34	(10)	Enrollment relief through #15 45					45
(11) OXFORD	1.29	0.61	8	2	270	30	314	310	1907-28	(11)	338	26	104	52	500	1,020
(12) THOUSAND OAKS	4.44	2.66	16	5	540	90	583	600	1919-28	(12)	Enrollment relief through #11 45	6				51
(13) WASHINGTON	2.58	1.59	17	5	510	210	681	690	1952	(13)	Enrollment relief through #15 5				125	130
(14) WHITTIER	3.00	1.43	14	5	450	90	433	440	1939	(14)	35					35
(15) PROPOSED K-P										(15)	156	26		26		208
											TOTAL ELEMENTARY 2,714	474	460	286	1,193	5,127
											PERCENT OF TOTAL 53%	9%	9%	5%	24%	100%
JUNIOR HIGHS																
(16) BURBANK	5.77	2.49	45	7	1125	175	1078	1100	1915-20-24 31-52-56	(16)	426	368	242	73	243	1,352
(17) GARFIELD	19.10	6.36	35	21	875	525	1662	1700	1920-22 28-53-56	(17)	80	325				405
(18) WILLARD	6.76	3.17	30	3	750	75	1006	995	1916-20 29-53	(18)	261	160	323	39	80	863
											TOTAL JUNIOR HIGHS 767	853	565	112	323	2,620
											PERCENT OF TOTAL 28%	34%	22%	4%	12%	100%
(19) BERKELEY HIGH	17.74	6.88	89	13	2175	325	3084	3628	1920-21-29 38-39 50-58	(19)					395	3,687
											1,635	695	930	32		
(20) Mc KINLEY CONTINUATION	1.18		19	0	475	0	116	115	1896 '06 01		Committee recommends special study of the Continuation High School.					
											TOTAL HIGH SCHOOLS 1,635	695	930	32	395	3,687
● Portable capacities vary due to their use.											PERCENT OF TOTAL 43%	20%	24%	1%	12%	100%
NOTE: FIGURES ARE IN $1000's											GRAND TOTALS 5,116	2,018	1,955	430	1,911	11,500
											PERCENTS	63%	17%	3%	17%	

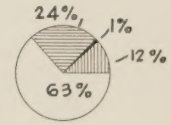
TOTAL PERCENTAGES OF CATEGORIES



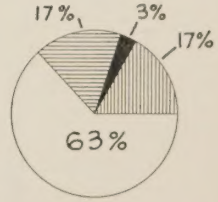
ELEMENTARY SCHOOLS



JUNIOR HIGH SCHOOLS



HIGH SCHOOL



ALL SCHOOLS

DEFINITION OF CATEGORIES

(As used in Summary Schedule bar graph showing cost estimates of Priority Construction Needs.)

I. CLASSROOMS
- A. *Interchangeable:* regular kindergarten, elementary, and secondary school rooms used for academic subjects.
- B. *Special:* science and language laboratories, commercial (typing, business machines, retail selling, etc.), industrial education (shops), cooking, sewing, art, crafts, music, physical education (both indoor and outdoor teaching stations), speech therapy, conference and group testing rooms.

II. GENERAL SERVICES: areas used by the entire student body of a school, such as libraries, cafeterias, and auditoriums (the last two usually combined in elementary schools, and, in secondary schools, cafeterias to be "multi-use," i.e. built for possible conversion to conference, testing, etc., areas).

III. PERSONNEL: offices (attendance, counselors, deans, nurses, principals and assistants) and central storage spaces (textbooks, supplies, equipment, pupil records).

IV. SITE PURCHASE AND DEVELOPMENT: estimated cost of purchase of properties, of demolition of existing structures; grading; storm and sanitary sewers; utilities; surfacing of play areas; fencing; landscaping, etc.

* * * * *

Costs in each category include those for new construction, remodeling of existing structures and/or improvement, as lighting, acoustical treatment, or ventilation. Also included, where pertinent, are estimates of expenditures for APPURTENANCES and FEES, defined for this purpose as follows:

Appurtenances
- Desks and other classroom furniture
- Laboratory equipment
- Shop facilities

Fees
- Architectural, Engineering
- Inspection (continuous during construction)
- Testing (soil and material samples)
- State Division of Architecture (checking plans)
- Bond sale expense (printing, advertising, Bond attorney)

SCHEDULE B

LEGEND

1. Columbus
2. Cragmont, K-P
3. Emerson
4. Franklin & K-P
5. Hillside & K-P
6. Jefferson
7. John Muir
8. LeConte
9. Lincoln
10. Longfellow
11. Oxford
12. Thousand Oaks
13. Washington
14. Whittier
15. Proposed K-P
16. Burbank Junior High
17. Garfield Junior High
18. Willard Junior High
19. Berkeley High
20. McKinley Continuation

SCHEDULE C

STATEMENTS BY OPPONENTS OF SCHOOL CONSTRUCTION BONDS

[NOTE: As brought out in Section I of this Report, one of the key factors that this Committee had to bear in mind constantly was that the voters of Berkeley during the past ten years had fairly consistently rejected school bond and tax measures. This Committee therefore studied the arguments advanced by the opponents to school bond and tax measures as far back as the 1920's and took into consideration a number of points considered of merit. In the interest of setting forth as complete a record as possible, we have listed below, without editorial comment, the principal statements made by the Opposition during the 1959 school bond election campaign. Except for amounts and other specifics, these statements are very similar to those made by the Opposition in previous bond elections.]

1) "Far too much is being spent for things not devoted to primary needs of education, such as storerooms, conference rooms, counseling rooms, faculty rooms, cafeterias, school offices, playground areas and auditoriums."

2) "Property owners and renters alike are affected by increased taxation. Few property owners can absorb increased taxes of this magnitude. Many owners will be forced to raise rents."

3) "Removal of property (to be purchased for needed school use) from tax rolls will necessitate further increase in taxes not previously mentioned."

4) "The school board has asked to reconsider their 'extravagant' request for money and to submit a 'realistic' plan."

5) "Cost of education in Berkeley already is exceptionally high, when compared with the State average."

6) "Although the school board published their plan of expenditure of bond moneys in nine schools, plans can be changed any time at discretion of the Board. In essence—taxpayers are giving the School Authorities a blank check for $10 million which they may spend any way they wish—regardless of current intentions."

7) "Berkeley schools will never be required to accommodate more than 936 additional students over current enrollment—in certain years, the increase will be as low as 375 additional students."

8) "A 'No' vote on June 23 does not means you are against better education. It *will* force the School Board to present a new plan which will give you practical schools at a practical price."

9) "Don't be misled by 'Horseback Estimates' . . . Published School Board Figures ONLY ROUGH VALUATION OF FINAL LAND ACQUISITION COST . . . Estimates of costs of land acquisition and demolitions of homes, income and business properties used . . . were actually obtained through a 'sidewalk inspection' of the properties, with no measurements or viewing of interiors being made . . . quote *Gazette* quote of Mr. Wennerberg 'The figures of necessity were strictly horseback estimates . . . the actual amount will depend on negotiations . . . land comes high."

10) " 'All or nothing' . . . package plan . . . same as April 7 . . . nine separate projects tied up in *one tight package* . . . and every one has been evasively described to voters . . . We haven't seen one single specific plan for any school . . . Unfortunately you have been denied your democratic right to express your views on individual proposals . . . No alternatives offered you, . . . than to vote 'NO' on the entire bond issue and in this way bring 'home' to the School Board for a SECOND TIME that they can't cram unnecessary expenditures down the throats of Berkeley taxpayers by their 'package deal' tactics."

11) "Until the School Board gives proof of its intention to elevate academic standards, we see no reason to go along with its extravagant request for these Bonds."

12) "STOP talk of inadequate play areas. See Garfield weed patch (acres) . . . poor lighting, dusty basements . . . maintenance problems and should be cleaned up! . . . $770,000 Oxford . . . declining school population . . . board considering closing some rooms . . . plan to remove $1,659,850 unnecessarily from tax rolls . . . Almost 50% of Berkeley tax free already building swimming pools, auditoriums, conference rooms and 'field houses,' enlargement of play areas seldom used."

SEVENTY YEAR SUMMARY OF BERKELEY BALLOTING ON SCHOOL FINANCES, 1891–1960
SCHEDULE D

YEAR	PROPOSAL	AMOUNT	CARRIED		FAILED		YIELD FOR SCHOOLS
			Yes	*No*	*Yes*	*No*	
1891	Bonds	$ 50,000	X				$ 50,000 capital
1896	Bonds	60,000			637	422	
1896	Special Tax	22,500	560	208			22,500 "
1898	Bonds	60,000			581	518	
1900	Bonds (Elem)	30,000	X				30,000 "
	Bonds (H.S.)	70,000				X	
1903	Special Tax	25,000	409	61			25,000 "
1905	Bonds	150,000	881	198			150,000 "
1906	Bonds (H.S.)	200,000	576	267			200,000 "
	Bonds (Elem)	100,000	666	176			100,000 "
	Bonds (H.S. repairs)	20,000	713	132			20,000 "
1907	Bonds (Elem, H.S.)	250,000			645	353	
1907	Bonds (Elem)	200,000	2,083	845			200,000 "
	Bonds (H.S.)	50,000	2,068	851			50,000 "
1911	Bonds (Elem)	320,000			1,047	1,307	
	Bonds (H.S.)	50,000			1,175	1,284	
	Bonds (Kgns.)	30,000			900	1,567	
1914	Bonds (Elem)	1,080,000			4,319	2,692	
	Bonds (H.S.)	240,000			4,235	2,700	
1915	Municipal Bonds	500,000	X				200,000 "
1919	Bonds (Elem)	1,429,000	5,636	2,182			1,429,000 "
	Bonds (H.S.)	892,000	5,568	2,246			892,000 "
1924	Bonds (Elem)	1,080,000			8,993	5,554	
	Bonds (H.S.)	1,720,000			8,836	5,681	
1925	Special Tax (Hillside)	150,000	7,052	4,451			150,000 capital
1926	Bonds (Elem)	1,400,000			6,717	6,245	
	Bonds (H.S.)	1,542,000			6,662	6,262	
1930	Bonds (Elem)	1,495,000			14,082	9,606	
	Bonds (H.S.)	1,195,000			13,800	9,816	
1931	City Tax for Schools increase	30¢ to 60¢			2,456	7,685	
1934	Bonds (Elem)	2,165,000			15,047	16,912	
	Bonds (H.S.)	677,000			15,460	16,487	
1935	Bonds (Elem)	266,000			7,154	5,016	
	Bonds (H.S.)	234,000			7,125	5,046	
1946	Bonds (Unified)	6,600,000			8,966	6,415	
1948	Bonds (Kgn & Elem)	4,310,000	40,523	12,009			4,310,000 capital
	Bonds (J.H.S.)	2,106,000	38,804	13,298			2,106,000 "
	Bonds (H.S.)	1,550,000	41,461	10,557			1,550,000 "
1957	City School Tax Levy Shift to County	35¢ to 35¢	17,518	4,988			Rate of 35¢ over State Max. of $1.65 applied on County Assessment (less than City Assmt.) Current operating funds
	County School Tax Ceiling Increase, 5 yrs.	Up 50¢ to $2.50	20,848	14,920			Rate of up to $2.50 applied to County Assessment, for 5 years, to provide funds for current operations
April 1959	Bonds (Unified)	9,980,000			22,218	11,307	
June 1959	Bonds (Unified)	9,980,000			14,068	8,961	
June 1960	County School Tax Ceiling Increase to $4.50	Up $2 to $4.50			17,115	22,166	
Nov. 1960	County School Tax Ceiling Adjustment	Up 75¢ to $3.25	30,081	19,700			

U.C. BERKELEY LIBRARIES
C101743846